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ABSTRACT

The 1977 annual report of the National Advisory Council on Vocational Education is presented in this document. Section 1 describes the Council functions. Names and addresses of council members are listed in section 2. Dates and locations of meetings held during 1977 are given in section 3. The next section summarizes council activities for 1977, which were performed in the areas of legislation, assessment of administration and operation of the Bureau of Adult Education, management evaluation review for compliance, American Indian vocational education, disadvantaged and handicapped, national vocational education policy, and manpower policy. Section 5 lists the titles of council reports by month. The concluding section presents the council reports' findings and recommendations, including recommendations relative to the following: notice of intent to issue regulations (Public Law 94-482), public hearings on native Americans in vocational education, youth unemployment, testimony to Congress (Youth Unemployment Act), and energy report (the response of vocational education to the national energy crisis). (JH)

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1977 ANNUAL REPORT

May 1978

U S DEPARTMENT OF HEALTH, EDUCATION & WELFARE
NATIONAL INSTITUTE OF EDUCATION

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This Report is submitted as part of the Annual Report of the United States Commissioner of Education as required by the General Education Provisions Act. The Council will make other periodic reports later in the year, under the provisions of the Vocational Education Amendments of 1976 (P. L. 94-482).

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FUNCTIONS

The twenty-one Member, Presidentially appointed, Council was created by Act of October 16, 1968 (82 Stat. 1066; 20 U.S.C. 1244), and extended under Title II of the Education Amendments of 1976 (P.L. 94-482).

The Council is to review and advise the President, Congress, Secretary, and Commissioner concerning the administration and operation of programs under the Act (including budget requests), and review the administration and operation of other pertinent laws affecting education and manpower training. It shall conduct independent evaluations of programs under the Act, and publish and distribute the results thereof.

The Council is to make such other reports or recommendations to the President, Congress, Secretary, Commissioner, or head of any other Federal Department or Agency as it may deem desirable. There is to be cross-representation between the National Advisory Council on Vocational Education and the National Commission for Manpower Policy, and each is to comment annually on the reports of the other group. The National Advisory Council -- after consultation with the National Commission for Manpower Policy -- is to identify the vocational education and employment and training needs of the Nation, and assess the extent to which vocational education, employment training, vocational rehabilitation, special education, and other programs under this and related Acts represent a consistent, integrated, and coordinated approach to meeting such needs.

It is authorized to conduct such studies, hearings, or other activities as it deems necessary to enable it to formulate appropriate recommendations.

In addition, the National Advisory Council is mandated to provide technical assistance and leadership to State Advisory Councils established under the Act, in order to assist them in carrying out their responsibilities. Public Law 94-482 contains the following specific authorizations for appropriations for the National Advisory Council on Vocational Education:

$450,000 for Fiscal Year 1978;
$475,000 for Fiscal Year 1979; and,
$500,000 for each of Fiscal Years 1980-1982.

The Council works closely with the State Advisory Councils on Vocational Education in the evaluation of vocational education programs, and maintains liaison with all departments and agencies involved in vocational education and job training, as well as labor organizations, private industry, and community groups.

* * *

COUNCIL MEMBERS

1977

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1977 MEETINGS OF THE

NATIONAL ADVISORY COUNCIL ON VOCATIONAL EDUCATION

January 13-14, 1977	Washington, D. C.
May 4, 1977	Washington, D. C.
May 4-6, 1977 (Joint Meeting With State Advisory Councils)	Washington, D. C.
August 4-6, 1977	Williamsburg, Virginia
September 22-23, 1977	Chicago, Illinois
December 5, 1977	Atlantic City, New Jersey

Meetings of Committees and Task Forces were generally held prior to regularly scheduled, full Council Meetings.

* * *

COUNCIL ACTIVITIES 1977

While carrying out the requirements of the 1968 legislation, the National Advisory Council was also preparing for implementation of the responsibilities set out under the Vocational Education Amendments of 1976. Although many of its responsibilities remained the same, the Council organized itself around Task Forces designed to fulfill all of its old mandates, as well as the new ones. Its activities during 1977 included the following:

Legislation -- Rules and Regulations:

A task force was formed to follow legislation pertaining to vocational education. It was particularly active in terms of making recommendations for the rules and regulations to be developed for implementation of P.L. 94-482.

Assessment of Administration and Operation of the Bureau of Adult Education, U.S.O.E.:

A task force was formed to carry out a two-phase project designed to assess the vocational-technical components of BOAE (DVTE), U. S. Office of Education. Phase I -- now completed -- dealt with the preliminary investigation of the administrative functions, survey of documents, and interviews of the BOAE Staff. An Interim Report was issued on this phase. Phase II -- which began October 1 and which will end September 30, 1978 -- will focus on programmatic services and leadership.

Management Evaluation Review for Compliance:

The Office of Education began site visits to individual states to determine the extent to which they were in compliance with federal laws. At the request of the Office of Education, NACVE accompanied the O.E. teams. In addition to investigating the states' compliance, information was gathered concerning program duplication and suggestions for technical assistance to SACVE's.

American Indian Vocational Education:

A Task Force was formed to determine how the one percent set-aside vocational education funds for American Indians should be spent. A series of four hearings was held -- Rapid City, S.D.; Albuquerque, N.M.; Seattle, Wash.; Washington, D.C. -- and a full report of the findings resulting from these hearings was published.

Disadvantaged and Handicapped:

This task force concentrated on determining what programs are available to handicapped and disadvantaged persons. The preliminary materials on agencies involved in providing such services are being integrated into further activities in 1978.

National Vocational Education Policy:

This task force attempted to focus the attention of the vocational education community on the need for a national vocational education policy. The National Bicentennial Conference in 1976 was part of that process. The task force participated in a workshop sponsored by the Office of Education and Texas A&M University (Nashville) which brought together many education leaders from across the Nation to deal with the issues of vocational education philosophy and policy. Although the task force has not been continued, NACVE continues its efforts to form a coalition to deal with these issues which includes members of the SACVE's, AVA, State Directors, teacher educators, and the Office of Education.

Technical Assistance to SACVE's:

In response to the new mandate included in the legislation, NACVE formalized its previous activities to provide technical assistance to the SACVE's by establishing a task force (now a Committee) to promote this important Council function. A Resource Book was published for use by the State Councils which set out the legislative mandates for SACVE's, defined required operational procedures and suggested alternatives for carrying out their responsibilities. An Exchange Bulletin was designed and published on a regular basis to provide up-to-date news for the SACVE's and exchange information and questions and answers. At the request of the SACVE's, a fund was established for on-site visits by NACVE Members. The Council regularly prepares a yearly summary of all SACVE Evaluation Reports.

Manpower Policy

A Task Force on Manpower Policy was established as a liaison between NACVE and the National Commission for Manpower Policy and its primary mission is to attain coordination between CETA and Vocational Education. The Task Force testified twice before the House Subcommittee on Employment Opportunities to encourage this coordination. A report on Youth Unemployment was published by the Task Force and many of the issues and recommendations in that report are reflected in the Youth Employment Demonstration Act. That Act was summarized by the Task Force and disseminated to the SACVE's.

In conjunction with the work of the Manpower Policy Task Force, NACVE contracted with the National League of Cities/U.S.Conference of Mayers for a third study on The Impact of CETA on Institutional Vocational Education. The study was issued in the Spring of 1977, and the Council plans to continue its work with the Conference of Mayors on CETA-Vocational Education coordination.

1977 Council Reports

January 1977	*Recommendations on Notice of Intent to Issue Regulations (P.L. 94-482)*
February 1977	*Public Hearings on Native Americans in Vocational Education*
March 1977	*Youth Unemployment*
March 1977	*Annual Report - 1976*
April 1977	*Testimony to Congress: Youth Unemployment Act*
July 1977	*Overview: 1976 Reports of the State Advisory Councils on Vocational Education*
December 1977	*Resource Book: For State Advisory Councils on Vocational Education*
December 1977	*The Future of Vocational Education*
December 1977	*Energy Report: The Response of Vocational Education to the National Energy Crisis*

1977 Council Reports

FINDINGS and RECOMMENDATIONS

RECOMMENDATIONS ON NOTICE OF INTENT
TO ISSUE REGULATIONS (P.L. 94-482)

Issue No. 1 - Guidelines

The NACVE supports the intent not to publish guidelines and feels that the intent of the law can best be met by allowing the states maximum flexibility in designing and implementing their programs. The regulations should stick closely to the language of the statute, and should provide interpretation only where essential for the sake of clarity.

The States should establish their own criteria, as part of the planning process, for carrying out the provisions of the Act, but explaining clearly what those criteria are, how they were developed, and how they will be applied.

In the five-year plan, the States must set their priorities and goals, and explain how they intend to achieve those goals.

Issue No. 2 - Sex Stereotyping

The regulations should require that the States establish policies to eliminate sex stereotyping but should not dictate what procedures should be undertaken. The regulations should require sufficient, detailed information and data to determine if the states are complying with the provisions of the Act. They should require that each State Plan describe in detail the affirmative action it will take to eliminate sex stereotyping.

Issue No. 3 - State Administration

The law is clear and specific, and further interpretation in the regulations beyond setting out the provisions of the statute is not necessary.

Issue No. 4 - State Advisory Council Role
In State Board Evaluations

The regulations would allow the State Boards and Councils to develop their own working relationships within the broad scope of the Act.

Issue No. 5 - Fiscal Independence of State Advisory Councils

The regulations should permit the SACVE to work out its own arrangements with any eligible state or public agency. The regulations should make one point clear -- SACVE's are to be solely responsible for the expenditure and use of their funds. This point should be followed by a statement that such expenditures of any or all SACVE funds must be used to support SACVE functions as defined by P.L. 94-482, Title II. This statement should be followed by language which reminds Councils that the expenditure of SACVE funds is subject to Congressional and/or U.S.O.E. audits. We recommend no further comments be made regarding this issue.

Issue No. 6 - Local Advisory Councils

The regulations should not go beyond the language of the statute, and should leave it to each State and the local recipients to work out the details.

The Office of Education should not attempt to regulate the composition, certification, manner of consultation, and operation of these local councils. Any regulation or certification should be at the state level.

The regulations should clarify that technical assistance by SACVE's to local recipients and local Advisory Councils in establishing and operating such councils is subject to the limitations of resources available to State Advisory Councils, and does not imply financial assistance.

Issue No. 7 - Student Organizations

The regulations should contain language similar to that in the George-Bardon Act which recognizes vocational student organizations as an integral part of the program.

Issue No. 8 - General Application

The regulations should not require separate documentation of procedures to insure that the assurances of the general application have been met. If it is determined that the substance of the State Plans and accountability report would not adequately provide evidence that a particular assurance under the general application is being met, then the regulations might require that the narrative of the annual accountability report be expanded in the appropriate section to address that item in sufficient detail to provide the needed assistance.

Issue No. 9 - Vocational Guidance and Counseling

The regulations should make clear that the activities listed in the law are priority items to which special attention should be given, but that each state has the discretion to choose those programs and activities which best meet the needs of the state, and states are not required to fund each and every one of the activities listed.

It should be noted in the regulations that Section 134(a)(3) provides for "educational" placement services as well as job placement. The regulations should make clear that educational placement has equal emphasis with job placement for those students who wish to pursue the available opportunities, and that enrollment in a vocational program does not preclude the possibility of extending one's education to any level.

Issue No. 10 - Determination of Academic Handicaps

Academic handicap should not be equated with general underachievement. Academic handicap should be determined by the instructor initially, who is best able to pinpoint the problem. The state may then utilize testing methods to determine the best means of assisting the individual student.

Issue No. 11 - Work-Study

With respect to the number of hours worked per week, there should be a maximum ceiling of twenty hours per week, averaged out over the period of time in which the student participates in the program. This maximum should be reduced when the student fails to maintain good standing or when financial need does not require maximum participation in the program. If necessary, the states should also have the authority to reduce the maximum number of hours in order that the dollars allocated reach the greatest number of needy students.

The regulations should identify a rate of compensation which is comparable to other federal programs, but should not establish a gross annual ceiling per student. The rate of compensation should be tied directly to the number of hours worked, and be regulated at the local level, within the limits of available funds.

Issue No. 12 - Accountability and Evaluation

Program completers should be definied as students who have completed a course or program, or have otherwise attained job competencies which provide entry level job skills, upgrading of present skills, or entry into other education or training programs.

Program leavers should be defined as students who have left or dropped out of a program without attaining entry level job skills, upgrading present skills, or qualifying for other programs. Each state

should determine whether it will follow up each student, or will choose a sampling of students.

The regulations should not spell out the type of sampling techniques to be used since the law leaves it to the states to determine how to conduct followups. The state should be required to describe the techniques used, and the sampling which they provide will contain sufficient information which can be summarized in the Commissioner's Report.

Issue No. 13 - Consumer and Homemaking Education

The regulations should spell out the requirements of the statute without further interpretation. There should not be federal criteria which attempt to measure the degree of 'encouragement, consideration, or emphasis' by a state.

The regulations should require that the states describe in detail in the State Plan and accountability report the means they are using to meet the new thrust which is encouraged in the statute, and an evaluation of the effectiveness of those means. The states themselves should establish the criteria and determine the factors which they will use in providing the thrust intended by the statute.

Issue No. 14 - Bilingual Vocational Programs

The regulations should not attempt to draw a uniform definition or formula which would be applicable to all states, but should require that the Commissioner and the State Boards consult to achieve equitable distribution. With respect to language proficiency of instructors, applicant institution should certify that its instructors possess adequate language capability.

Item No. 15 - Appeal of State Board Decision

The regulations must make clear that only the designated agencies and councils participating in the planning process may appeal to the Commissioner. An individual acting upon his or her own, or representing a broadly based category such as teachers or administrators may not appeal directly.

* * *

PUBLIC HEARINGS ON NATIVE AMERICANS
IN VOCATIONAL EDUCATION

1. That the legislation be amended to require the Bureau of Indian Affairs to match vocational education funds appropriated through the U. S. Office of Education.

2. That the Bureau of Indian Affairs and the U. S. Office of Education share the responsibility for administering and monitoring these funds.

   a. That USOE assure -- through regulations and monitoring -- that funds appropriated under this Section do not supplant funds previously utilized by States for Indian vocational education.

   b. That the National Advisory Council on Vocational Education be considered the advisory body vis-a-vis the State Advisory Councils which are responsible for the State and U. S. Trust Territories.

   c. That a formula be developed by USOE to assure appropriate distribution of funds among tribes and recognizing the need for flexibility according to tribal priority and current status of educational programs.

   d. That tribes receive funds on the same basis as States, i.e., including the submission of five-year and one-year plans.

3. That the U. S. Office of Education and Bureau of Indian Affairs should provide technical assistance to tribes desiring to submit proposals under the legislation, including:

   a. assistance in planning for the utilization of vocational education funds under this legislation with other existing education and bureau authorizations and entitlements;

   b. providing awareness of potential for development of curriculum materials, provision of training for teachers and administrators, and development of guidance and counseling programs.

4. That criteria for evaluating proposals submitted under this Section be developed to consider the special needs of the diverse populations to be served, including:

   a. that there be an emphasis on the correlation of proposed training to tribal economic development plans and use of tribal economic development and tribal manpower needs, rather than state or other aggregate data, as the basis for documenting need and providing programmatic justification;

b. that planning phases be encouraged;

c. that there be emphasis on coordination of vocational education funds and programming with other available sources and entitlements, e.g., B.I.A. Employment Assistance and Adult Vocational Education authorizations, Title III of the Elementary and Secondary Education Act, Title II of the Higher Education Act, and P.L. 94-142 for Handicapped Children.

5. That tribes must determine their own education priorities. Although this report and other sources identify areas which appear to be priority concerns, no attempt should be made to establish "national Indian priorities" for funds appropriated under this legislation, or to give preferential consideration to proposals addressing issues determined by Federal, Regional, or State Agencies.

* * *

YOUTH UNEMPLOYMENT

1. The problem of youth unemployment must be considered in a broad context which includes counseling, education, and skill training.

2. There must be careful and deliberate meshing of programs and total utilization of existing resources at all levels of government in order to provide a comprehensive approach in dealing with the problems of youth unemployment.

3. Secondary and postsecondary vocational education, with its on-going programs, resources, and facilities, should play a major role in the total effort.

4. It should be a general policy that any youth public service job program provide vocational education and training in conjunction with jobs, as well as counseling which takes advantage of the job experience to lead the individual into an education or training program after the temporary employment is terminated.

5. Before starting new programs, Congress should examine existing programs to determine which can be expanded to meet the needs. All programs should be designed to be tightly linked so as to represent a consistent, integrated, and coordinated approach to meeting the Nation's employment and training needs.

6. The Vocational Education Amendments of 1976 (P.L. 94-482, Title II) place strong emphasis on coordination with manpower and other related programs. Congress should incorporate similar requirements in CETA and other legislation dealing with employment and training.

7. There should be established a secondary school youth work-study program for all enrolled, eligible juniors and seniors, with counseling to direct non-college bound students into postsecondary occupational programs. The existing vocational education work-study program could be the basis for this expanded program.

8. The Vocational Education Act authorizes the establishment of community vocational resource centers to meet the special needs of out-of-school individuals. This concept should be expanded, in cooperation with CETA, State Employment Services, and in-school counseling services, to provide for the establishment of Community Employment and Education Centers. These centers would provide follow-up and referral services to clients of public service employment programs, and others, to private sector jobs.

9. The Vocational Education Act provides funds for the establishment of National and State Occupational Information Coordinating Committees to provide data which will be useful to both vocational education and manpower training program planners. Congress should amend the CETA legislation to provide a comparable commitment and a share of the funding for the establishment of uniform data systems.

10. Amendments to CETA should include provisions designed to promote cooperation with vocational education, such as the retention of a minimum five percent set-aside for vocational education, and incentive bonuses for CETA prime sponsors which make use of vocational education facilities and resources.

11. There should be established at the national level a central authority responsible for coordinating all efforts and resources relating to education, training, and placement of unemployed youths, involving all pertinent departments and agencies. This authority should serve as a clearinghouse, mediator, planner, and monitor for the delivery of comprehensive services. Similar efforts should be encouraged at the state level and linked to the recommended Community Employment and Education Centers.

12. There should be a pilot program which would guarantee a one-year period of employment or training for the hard-core youth unemployed through existing programs which would be expanded where necessary to honor the guarantee.

13. Greater cooperation between industry, labor, education, and manpower programs must be established to replace the present patchwork approach with a more stable and comprehensive policy.

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TESTIMONY TO CONGRESS:
YOUTH UNEMPLOYMENT ACT

See Recommendations of the Report on Youth Unemployment.

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OVERVIEW: 1976 REPORTS OF THE STATE
ADVISORY COUNCILS ON VOCATIONAL EDUCATION

All Annual Evaluation Reports received include recommendations. As would be expected, these range over a wide variety of areas of interest, reflecting the diversity of the fifty-six state delivery systems for vocational education. Certain topics, however, are cited more frequently than others, showing the influence of categorical federal funding or fundamental characteristics of any good vocational education system. In the OVERVIEW, certain categories and individual references within each category as representative of the material covered, were selected and incorporated in the Council's review.

* * *

RESOURCE BOOK: FOR STATE
ADVISORY COUNCILS

The Resource Book for Members of State Advisory Councils on Vocational Education provides an overview of how the mission and responsibilities of the Advisory Council may best be approached. It is based on the thinking of many authorities in the field of occupational education vis-a-vis citizen advisory groups. It is intended as a tool to be used in orientation of new members, as a repository of information on SACVE requirements, and as a source of alternative approaches that may be used by State Advisory Councils in carrying out their responsibilities.

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THE FUTURE OF VOCATIONAL EDUCATION

This report was based upon the National Bicentennial Conference on Vocational Education held in Minneapolis in October of 1976, and includes the papers prepared and presented at the Conference. It is intended as a functional report for those who attended and participated in the Conference, and for those whose interests lie in the material presented.

* * *

ENERGY REPORT: THE RESPONSE OF VOCATIONAL EDUCATION TO THE NATIONAL ENERGY CRISIS

1. That the new Department of Energy fund a series of institutes and workshops for secondary and postsecondary vocational education teachers in solar, nuclear, geothermal, coal, agriculture (including biomass) energy technologies, as well as in energy conservation technologies. Participants selected would not necessarily be currently teaching in energy-related programs.

2. That the SACVE's -- in their participation in State Plan formulation -- urge the inclusion of objectives directed toward updating existing energy technology curricula and development of new programs. Objectives related to professional development of teachers, guidance counselors, and administrators should also be examined in the light of energy-related criteria. Annual evaluation reports should give special emphasis to the evaluation of outcomes of these objectives.

3. That the Commissioner, in programs identified as of national significance in PL 94-482, Sec. 171 and Sec. 172, give high priority to program improvement in energy-related technologies and to leadership development programs for vocational education personnel in these technologies.

4. That NIE survey a representative sample of school districts to identify and disseminate those consumer and homemaking programs which are funded under PL 94-482, Sec. 150, which show strong energy conservation components, stressing both scientific orientation and economic principles.

5. That SACVE's encourage local advisory councils in their states to update surveys of local industries in order to locate opportunities for cooperative programs in energy-related technologies.

6. That state and local advisory councils recruit or suggest for membership workers in energy-related technologies.

* * *